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CONFIDENTIAL.

(6947.)

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No. 1.

India Office to Foreign Office.—(*Received August* 20.)

India Office, August 19, 1897.

Sir,

I AM directed by Lord George Hamilton to forward a copy of a letter from the Government of India, No. 48 of the 14th ultimo, requesting that it may be supplied annually with information on certain points connected with the treatment of Indian emigrants in certain parts of South and East Africa.

I am to ask that, with the permission of the Marquess of Salisbury, the Consular officers or Agents of the Foreign Office at those of the places named which are under its jurisdiction may be instructed to furnish the required information periodically to the Government of India direct.

I am, &c.

(Signed) A. GODLEY.

Inclosure 1 in No. 1.

The Government of India to Lord G. Hamilton.

(No. 48.)

Simla, July 14, 1897.

My Lord,

WE have the honour to forward, for your Lordship's information, a copy of correspondence with the Government of Bombay in connection with the emigration of native artisans and others from Bombay to East African ports, outside the provisions of the Indian Emigration Act.

2. We would explain that the class of emigrants referred to by the Government of Bombay is that which voluntarily proceeds to Africa without any assistance and under no agreement to labour or service. We are aware that in Natal, the Transvaal, and other States and Colonies of Africa, there is a strong objection to the immigration of natives of India, and we have taken strict precautions to prevent evasion of the Emigration Act. But quite distinct from the assisted emigration there is a steady stream of *bonâ fide* free emigrants who, so far as the Indian Emigration Act is concerned, have perfect liberty to seek their fortunes in Africa. These emigrants are, there is reason to fear, often ignorant of the drawbacks which will meet them in the new country, and the Protector of Emigrants at Bombay might do something to warn natives of India against emigration to countries which are hostile to them, if he were kept fully acquainted with the facts, so that he could give intending emigrants the benefit of such information.

3. We would therefore ask your Lordship to ask the Foreign Office to cause its Consular officers and Agents in South and East Africa to supply the Government of India annually with information on the following points:—

(*a.*) Nature of employment offering and suitable for Indians.
(*b.*) Nature of climate.
(*c.*) Rate of wages.
(*d.*) Cost of living.
(*e.*) Cost of transport to scene of labour.
(*f.*) Treatment of Asiatics by employers.
(*g.*) Whether agreements are usually made and kept.
(*h.*) Whether Indians are subject to any special taxation.

4. It will be seen from the inclosures of the letter from the Government of Bombay of the 11th May last, that the African ports to which the free emigrants proceed are: Mombasa, Natal, Zanzibar, Delagoa Bay, Seychelles, Mozambique, Quilimane, Inhambane, Beira, Dar-es-Salam, Tanga, Pangani, Saadani, Bagamayo, Kilwa, Lindi, and Miknidani.

We have, &c.

(Signed) ELGIN.
G. S. WHITE.
J. WESTLAND.
J. WOODBURN.
M. D. CHALMERS.
E. H. H. COLLEN.
A. C. TREVOR.

Inclosure 2 in No. 1.

The Government of Bombay to the Government of India.

(No. 2542.)

Bombay Castle, May 11, 1897.

Sir,

WITH reference to the correspondence ending with your letter No. 1947/66/3, dated the 28th October, 1896, on the subject of the increasing emigration of persons of the trading, agricultural, labouring, artisan, and clerical classes from Bombay to East African ports, outside the provisions of the Emigration Act of 1883, I am directed to forward herewith copies of further papers, and to state as follows:—

2. On a careful consideration of the whole question, the Governor in Council is of opinion that the proposal originally made by the late Commissioner of Customs, Salt, Opium and A'bkára, Mr. Wingate, in his Memorandum No. 3355, dated the 22nd July, 1896, embodied in the preamble of Government Resolution No. 3430, dated the 4th August, 1896, that the Protector of Emigrants in Bombay should be supplied through African Administrations and Consuls with authentic information regarding the condition and treatment of emigrants in the various localities to which they emigrate, is one which could be adopted with advantage, and I am accordingly to recommend it for the favourable consideration of the Government of India.

3. It is urged, both by the Protector of Emigrants and by the Commissioner of Customs, that if an emigrant relying on information so obtained and supplied to him by the Protector of Emigrants deceives himself as to his expectations in his new country, and does not find his hopes realized, he will inevitably blame Government, and that Government will thereby be undertaking a burden for which they need expect no thanks or gratitude, but rather the reverse. With regard to this, I am to observe that the objection urged is one directed more against the subsequent dissemination of the information which it is proposed to obtain than against the actual collection of the information from the proper authorities in Africa, which is the basis of Mr. Wingate's proposal. It appears to the Governor in Council very desirable that the information should, as proposed, be available to Government and the Protector of Emigrants in order that Government may take steps, by legislation or otherwise, to protect voluntary emigrants (as distinguished from emigrants coming under the provisions of Act XXI of 1883) whenever the information provided shows the necessity for such steps, and also that, as suggested by Mr. Wingate in paragraph 4 of his letter No. 4154, dated the 4th September, 1896, a copy of which was forwarded to you with my letter No. 4267, dated the 26th September, 1896, the Protector of Emigrants should be in a position to advise and warn natives leaving these shores. It is not proposed that the Protector of Emigrants should in any way act as a Recruiter of Emigrants or Emigration Agent for ports of East Africa, or raise expectations in the minds of intending emigrants which might prove delusive and doomed to disappointment, but that he should, on the contrary, confine himself to warning emigrants of the difficulties, liabilities, or maltreatment to which they may be subjected in any particular part of East Africa where the information obtained justifies him in so doing.

4. I am further to remark that it is not proposed that Government should undertake the collection of information on a scale at all commensurate with that undertaken by the London Emigration Office, nor that the scheme should involve any considerable expenditure; the information which it is desired to obtain from the various Consuls and Administrations in East Africa being of a very simple character, and such as they could probably supply without much difficulty.

5. I am therefore to recommend, for the consideration of the Government of India, that Her Majesty's Consuls or other Diplomatic Agents at the places concerned should be officially requested by the Government of India to annually supply such information as it may be in their power to give on the points noted in the Memorandum attached to the letter No. 57, dated the 31st December, 1896, from the Protector of Emigrants to the Commissioner of Customs, Salt, Opium, and A'bkári, a copy of which is among the papers herewith forwarded.

I have, &c.

(Signed) J. DEC. ATKINS,
Secretary to Government.

Inclosure 3 in No. 1.

Government Resolution.

(No. 3430.)

MEMORANDUM from the Commissioner of Customs, Salt, Opium, and A'bkári, No. 3355, dated the 22nd July, 1895—

Submitting the following letter No. 33, dated the 21st idem, from the Protector of Emigrants, Bombay :—

"With reference to your No. 3276, dated the 17th July, I have the honour to reply that the late orders of Government narrowing the interpretation of the term 'emigrant' will not, in my very humble opinion, stop the exodus of Indians to British South Africa. All sorts of men are leaving, and, as the law stands, they cannot, I think, be interfered with, for they are not going under agreement to serve any one, but, on the contrary, are going of their own free will, at their own expense, and are dependent on themselves to pick up a living in the country to which they are going.

"The steam-ship 'Naseri' sailed on Sunday last for Natal and Delagoa Bay viâ Zanzibar. She had 286 passengers, of whom 270 were for Natal, 10 for Zanzibar, and 6 for Mozambique. I went on board for the purpose of ascertaining whether there were any emigrants on board. I found none that could be described as coming within the provisions of the Indian Emigration Act. I took down the statements in brief of several men, and these I beg to forward for your consideration and for submission to Government, so that Government may know how matters stand with regard to the influx of Indians into the British possessions of South Africa. The passenger traffic to Delagoa Bay and Natal is growing fast. Politically, the Indians may have a bad time of it in that region, but they are, I am informed, making money, and are thriving. I think you will agree with me in concluding that this must be so after examining the appended statements, to which I very respectfully invite close attention.

"With regard to paragraph 3 of my No. 31, I have no objection to offer to the departure of these Indians to British South Africa. I think it a desirable state of things, and I submit that it is for the Cape Government to give a check, if a check be necessary, to the influx of labour for which the country is willing to pay, and does pay for, liberally. At the rate at which India is supplying all kinds of labour, it will not, in my opinion, be long before the Cape Government will have its attention drawn to this subject, but until it intervenes, I would not venture to recommend any interference with what I hope I may not be deemed rash in calling a natural law, *i.e.*, the deficiency of one country being supplied with the superfluity of another."

the Commissioner observing as follows :—

"Undersigned is respectfully of opinion that emigration of the class of persons described is unobjectionable. From several points of view it is beneficial. The Emigration Office in London is well supplied with information, and as emigration to Africa seems to be assuming some little importance, Undersigned would venture to submit that it would be advantageous if trustworthy information could be supplied to the Protector of Emigrants through the African Administrations and Consuls."

Memorandum from the Commissioner of Customs, Salt, Opium, and A'bkári, No. 3454, dated the 28th July, 1896—

Submitting the following letter No. 35, dated the 27th idem, from the Protector of Emigrants, Bombay :—

"With reference to Government Resolution No. 2782 in the General Department, dated the 26th June, 1896, I beg to bring under the notice of Government that four men

were brought to me this morning, who were disembarked from the steam-ship 'Setos,' because they were contravening the provisions of the Emigration Act XXI of 1883, in so far that Pedro Fernandes had entered into agreement with them, four Hindu washermen of Bombay, to go to Zanzibar and serve him for three years. Copies of the agreements are appended.

"In my very humble opinion, the case can very suitably be made a test one under paragraph 3 of the Government of India's letter embodied in the Resolution above quoted, and I have therefore to inquire whether I may prosecute Pedro Fernandes before a Magistrate under section 82 (*a* and *b*) of the Emigration Act. The labour of the washerman is, I think, essentially manual, and therefore within the interpretation given in paragraph 2 of the letter just quoted."

* * * * * *

the Commissioner observing as follows:—

"2. Undersigned would respectfully remark that the agreements are fair and the wages liberal, and provided these agreements can be enforced in Zanzibar, this emigration, from every point of view, is beneficial to both countries. A reference to this Office No. 3355, dated the 22nd instant, forwarding the Protector of Emigrants' letter, will show what good wages and prospects Africa is offering to skilled natives of India. So much has baen written about the reluctance of the Indian to leave his home and the value of emigration that caution seems necessary before closing this lucrative outlet to a rapidly increasing population, particularly as this emigration of natives of India to Africa is likely in the future to assume considerable proportions.

"3. Undersigned would therefore venture to suggest that the dhobies be allowed to depart, and that steps be taken under section 8 of "The Indian Emigration Act, 1883," to bring Zanzibar and British Africa generally with the Transvaal within the Emigration Act.

"4. The effect of a prosecution would, it is respectfully submitted, be that instead of the emigrants sailing under the protection of an agreement, presumably enforceable in the Zanzibar Courts, they would in future emigrate on their own responsibility and have to trust to the honesty of their employer to fulfil the promises under which they embarked. The effect of bring British Africa under the Act would be that Government would know the particulars of each emigrant and would be brought into communication with the different Administrations to the great advantage of the emigrant. Were there a Protector of Immigrants at Zanzibar or Johannesburg, the interests of the Indian subjects of Her Majesty would be completely safeguarded."

Resolution.—Copies of the correspondence should be forwarded to the Government of India, with a suggestion that Zanzibar and British Africa should be added to the countries to which emigration is lawful under the Indian Emigration Act, XXI of 1883.

2. Government agree with the Commissioner of Customs, Salt, Opium, and A'bkári, that the case reported does not call for a prosecution; but the washermen cannot be allowed to sail as long as they continue to fall within the definition of emigrants under the Act.

3. With regard to his Memorandum No. 3355, dated the 22nd ultimo, Mr. Wingate should be asked to state explicitly what information he wishes the African Administrations and Consuls to supply.

(Signed) A. C. LOGAN,
Acting Secretary to Government.

Bombay Castle, August 4, 1896.

Inclosure 4 in No. 1.

The Commissioner of Customs, Salt, Opium, and A'bkári to the Government of Bombay.

(No. 4907.)

Bombay, October 9, 1896.

Sir,

ADVERTING to paragraph 3 of Government Resolution No. 3430, dated the 4th August, 1896, I have the honour to state that I have carefully read the correspondence, ensuing on paragraph 3 thereof, between my predecessor and the Protector of Emigrants, and have come to the conclusion that, for the present at least, further action is unnecessary.

2. Mr. Wingate's wish seems to be that in view of the increasing emigration of persons of the trading, agricultural, labouring, artisan, and clerical classes to Africa from India, the Protector of Emigrants in Bombay should be supplied from Africa with such information as will enable him to know the nature of the agreements entered into between the emigrants and their employers, how those agreements are kept, the wages earned, the occupations followed, the labour which is most in demand, the cost of travel, of living, the nature of treatment of the emigrants, and so forth, in order that he may be in a position to warn and advise intending emigrants, and that he may supply the place of the Emigrants' Information Office in England.

3. There is, however, the difference between Mr. Wingate's proposed official Information Office and the Emigrants' Information Office in England that the latter is, I believe, a private Society supported by contributions from the public at a very considerable annual cost, whereas if effect were given to Mr. Wingate's suggestion, Government would be taking on itself a somewhat costly burden in a very thankless cause. The English Emigration Information Office spends annually at least 1,000*l.*, and to enable an office of this kind to do similar work in India, Government would have to spend at least 10,000 rupees per annum for the benefit of private persons who, having some means, the desire of improving their position and prospects, and information from their friends and compatriots in South and South-East Africa, voluntarily leave India. They do this at their own cost; and in order to evade the provisions of the Indian Emigration Act, they aver that they do not enter into agreements for service abroad, but that they are willing to take their chance of employment. Credit is, I think, due to them for their hopeful enterprise and energy, but at the same time I cannot see that even the most paternal of Governments is called on to specially protect people of this class and character, who presumably are very well able to take care of themselves. Free emigrants such as these are registered under the Native Passengers-Ships Act, so that their numbers are easily obtainable. Emigrants under the Indian Emigration Act are protected by the provisions thereof, and, accordingly, I am of opinion that further action in the direction indicated by Mr. Wingate is not required.

I have, &c.
(Signed) T. D. MACKENZIE,
Commissioner of Customs, Salt, Opium, and A'bkári.

Inclosure 5 in No. 1.

The Government of Bombay to the Commissioner of Customs, Salt, Opium, and A'bkári.

(No. 5216.)
Sir, *Bombay Castle, November 27, 1896.*

WITH reference to your letter No. 4907, dated the 9th October, 1896, I am directed to invite your attention to the letter from this Government to the Government of India, No. 4267, dated the 26th September, 1896, embodied in the preamble of Government Resolution No. 4476, dated the 9th October, 1896, and to state that, after considering the arguments in your letter, the Governor in Council is of opinion that the scheme which Mr. Wingate has suggested for collecting emigration statistics cannot with advantage be abandoned at present. It appears to Government that the information contemplated by that officer being limited to a small portion of Africa and to such statistics as could apparently be readily procured by Consuls, Administrators, &c., cannot fairly be compared with that obtained by the London Emigration Office, the scope of whose inquiries is so much more extensive; and the Governor in Council is further unable to understand how Mr. Wingate's scheme would necessarily involve the expenditure of 10,000 rupees as mentioned in your letter. It appears to him that the collection of authentic information regarding the emigration in question might have some useful results, and I am accordingly directed to ask you to be so good as to consult with the Protector of Emigrants and ascertain definitely what information should be asked for.

I have, &c.
(Signed) J. DEC. ATKINS,
Secretary to Government.

Inclosure 6 in No. 1.

The Commissioner of Customs, Salt, Opium, and A'bkári to the Government of Bombay.

(No. 41.)

Sir, *Camp Ekalvelu, January* 6, 1897.

I HAVE the honour, with reference to your letter No. 5216, dated the 27th November, 1896, to state that, in accordance therewith, I have consulted the Protector of Emigrants, copy of whose letter No. 57, dated the 31st ultimo, I beg to submit for the information of Government.

2. Mr. Walsh, as I have previously done, lays stress on the fact that the greater number of emigrants from Bombay to the South African ports are, from the circumstances of their movement, outside the provisions of the Emigration Act, and it is not at present possible to furnish the statistics referred to in paragraph 3 of the Honourable Mr. Wingate's letter to him, No. 4154, dated 4th September last. The method which occurs to the Protector for procuring such further information than the mere numbers of such emigrants is to request the various Consuls to supply it to him direct, and the information, which it is desirable to obtain, and the ports from which it should be obtained, are contained in the appendices to his letter. When obtained, there will be no difficulty in disseminating it in the manner suggested in paragraph 4 of that letter.

3. At the same time, Mr. Walsh utters a word of caution in his fifth paragraph as to the light in which the intending emigrant, outside the provisions of the Emigration Act, will regard the information given to him, should he deceive himself as to his expectations in his new country. This was one of the points I had in view when I wrote my letter No. 4907, dated the 9th October last, and suggested that, so far as regards this class of emigrants, Government should let the matter of further information drop. They will be taking on themselves a burden for which they need expect no thanks or gratitude, but rather the reverse. Should they obtain and furnish this information, they will inevitably be blamed by the emigrant who does not find his hopes realized, and I very respectfully adhere to my previously expressed opinion that, in this particular matter of private enterprise in emigration, Government would do well to let it alone. If the movement is a sound and healthy one, there is no need for Government interference or responsibility. If it is not, there is, it seems to me, still less need for Government to take measures which will result in a good deal of undeserved censure being dealt out to them when the movement comes to an untimely end.

I have, &c.

(Signed) T. D. MACKENZIE,

Commissioner of Customs, Salt, Opium, and A'bkári.

Inclosure 7 in No. 1.

The Protector of Emigrants to the Commissioner of Customs, Salt, Opium, and A'bkári.

(No. 57.)

Sir, *Preventive Service Office, December* 31, 1897.

WITH reference to your No. 4154 of the 4th September last, and later correspondence, I have the honour to remark that emigration from Bombay is mostly free emigration, that is to say, the people leave for foreign countries on their own information, money, and responsibility. They are, therefore, so far as statistics are concerned, treated as native passengers, and it will not be possible to give particulars regarding them such as are given by the Government of India, and referred to in Mr. Wingate's letter. The coolies that leave Calcutta and Madras are emigrants in the legal sense, and go under the provisions of the Emigration Act, while those from here, as stated above, go outside of it.

2. Returns are annually submitted by me as Superintendent, Preventive Service, of the number of passengers leaving Bombay for home and foreign ports, and from these information can be had as to the number of people going to East Africa. The coolies that go to Mombasa for the Uganda Railway are emigrants proper, and the number of these will at the end of the official year be given separately.

3. In reference to paragraph 4 of the letter under reply, I submit a few points on which, I think, information is desirable. The information should be supplied, if possible, by the Consuls at the various ports. A list is appended to which Indians go. Having regard to the feelings in the Colonies against the importation of Asiatics, I think no

information would be reliable except such as came through an accredited channel. If the information is sought even through Administrators, it will, I think, be reluctantly given, considering the state of public feeling. I need scarcely point out that it is a question not only of present information, but of supplying it continuously.

4. When we have the information we require, the most practical way of disseminating it will be, I think, to let it be known through the vernacular press that the Protector of Emigrants is in a position to give authentic information to people intending to emigrate.

5. With due deference to all that has been said on this point, I venture to point out that if the emigrant who has had his information through the Protector gets to his destination and does not find things exactly as he hoped, he will be inclined to blame Government, and to believe himself misled. This is the point of view from which, I submit, this question of supplying information must be looked at, that is, the responsibility of Government to a certain extent in helping people to go abroad in search of labour. In any case this is a serious matter; it is very much so in dealing with people so little versed in matters beyond their narrow circle as the people of India are, and so little fitted by education and training to help themselves in the least.

6. In my No. 30 of July last, in submitting a letter from the Chief of Customs at Mombasa to Government for consideration and orders, I remarked that I did not know whether I might reply direct. This, I believe, was the origin of Mr. Wingate's suggestion that the Protector of Emigrants should be authorized to communicate direct with authorities in Africa.

7. I would respectfully solicit a reference to the Government Resolution which I append, No. 926, dated the 6th March, 1895. The Memorandum* accompanying the Resolution will show the information required by the Government of India before giving its sanction to emigration. Though the Memorandum may not apply to free emigration such as was apparently in the Acting Commissioner's mind when he wrote, I think the points in the Memorandum are such as the Government of India will be likely to require information upon before having anything to do, even indirectly, with free emigration.

I have, &c.
(Signed) J. WALSH,
Protector of Emigrants.

Inclosure 8 in No. 1.

Memorandum of Information required by the Protector of Emigrants from African Authorities to enable him to Advise intending Emigrants.

1. Name of country.
2. Nature of climate.
3. Nature of employment offering and suitable for Indians.
4. Rates of wages.
5. Cost of living.
6. Port of disembarkation.
7. Cost of transport to scene of labour.
8. Political status of Indians.
9. Treatment of Asiatics by employers.
10. Whether agreements are usually made and kept.
11. Whether Indians are subject to any special taxation.
12. Whether there is any law as to military service applicable to Indians.

List of Ports in Africa to which Indians go.

Mombasa.	Quilimane.	Saadani.
Natal.	Inhambane.	Bagamayo.
Zanzibar.	Beira.	Kilwa.
Delagoa Bay.	Dar-es-Salam.	Lindi.
Seychelles.	Tanga.	Miknidani.
Mozambique.	Pangani.	

* Received from the Government of India with their letter No. 1605/64/3 E, dated 21st October, 1890.

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